to somebody like Brooks or you have offered it to people whether they're taking it or not, that's sufficient to seek interLATA relief.

So I think, you know, the question of whether Brooks Fiber is providing service to business and residence customers, you have to remember your rules require them to serve both business and residence customers under Rulemaking 19. That is a relevant issue to determine whether or not Track A is the way to go. And I'm sure it is of general interest to see what the state of competition is in Oklahoma. But under the law it is not a decisive factor.

VICE CHAIRMAN ANTHONY: Okay. Others have a different opinion on that question. I know they will address it. Thank you.

MR. TOPPINS: Another way to look at the public interest is what impact the LATA boundaries have on our customers today. We have a plan that this Commission has approved, a calling plan, called the 32 Mile Circle Saver Plan. And in a way it is sort of a create your own wide-area calling plan, because if you buy this service, you can call to communities in a 32 mile radius for reduced rates. And that works great for the customers who have it unless they're up against a LATA boundary. If the folks in Cushing buy the service, they can call everybody on this side of the LATA boundary because of the Federal law, but

lw-43

9

11

12

13

14

15

16

17

18

19

20

21

22

23

they can't call across the LATA boundary. And in this case we think probably most folks are wanting to call Stillwater and they are not able to do so. If the interLATA boundary is removed, that service can provide full benefits to all customers who subscribe to it. And this is not the only situation. You can go up and down the LATA boundaries and see other communities who have that situation.

Another one that's even more difficult to explain to customers today is a plan that you all approved last year, an optional calling plan called One-Plus Saver Direct. And if you recall, that service allows you to call another number and talk to that number an unlimited amount of time for \$17 a month. So if you are a family in Lawton and you send your son or daughter to college in Norman or Stillwater, you can subscribe to this plan and call your son or daughter for \$17 a month and speak to them as long as you want. Or, vice-versa, the child can subscribe to the service and call home. If you are a family in Tulsa, however, and send your children to either of the state schools, it does not work. The LATA boundaries prevent us from offering that service. It is real difficult to explain to folks who are in Lawton and may have sent one to college in Stillwater and another to the University of Tulsa. very hard to explain why they can get that service to OSU but not across the LATA boundaries. So removing the

25

lw-44
interLATA boundary will help with that situation.

with respect to the legal issues, there are three matters to be dealt with, the objections from the IXC's who say that Southwestern Bell's statement of terms and conditions which was filed under Section 252(F) should be dismissed. And, as you have heard, the ALJ has recommended that those objections be denied.

second, if the ALJ's recommendation is upheld, the second question is whether the statement of terms and conditions should be permitted to go into effect under 252(F). And, as you have heard, he has recommended that it be permitted to go into effect.

notice issue. AT&T has asked that Bell be required to give 90 days advance notice of its filing at the FCC. It is our position that the Commission cannot impose that requirement and follow the plain language of the Federal Act which provides that a Bell operated - - that on or after the date of enactment of the Act, which was February 8th, 1996, a Bell Operating Company or its affiliate may apply to the Commission for authorization to provide interLATA services.

VICE CHAIRMAN ANTHONY: If we uphold Judge Goldfield on that ruling, where can you appeal that decision?

MR. TOPPINS: That's a good question. There

OKLAHOMA CORPORATION COMMISSION — OFFICIAL TRANSCRIPT

_

B

_

is always a question under the Federal Act as to whether the state constitution still applies and appeals go to the State Supreme Court, or if the Federal Courts are the haven for those who are having problems with the Federal Act. I would have to think about that.

The IXC's will argue that you should dismiss our application which was filed under Section 252(F) because we intend to use the statement as the basis for seeking interLATA relief. Let me just give you a copy of the section that we are talking about, if it will be of any assistance.

CHAIRMAN GRAVES: Thanks.

MR. TOPPINS: You will be told that

Southwestern Bell cannot use the statement of terms and

conditions in a Section 271 filling. And that is an

interesting argument. However, the argument has two flaws.

First, it is not relevant to the application for approval

for the FCC which is filed only under Section 252(F).

Second, the arguments are premature. As Judge Goldfield

ruled, they should be presented to the FCC when and if

Southwestern Bell files a 271 application.

The disposition of the objections begins and ends with Section 252(F). The IXC's act like the SGTC has only one purpose, to be used to support an application for interLATA relief under 271. That argument ignores the other

lw-46

R

to be used for 271 purposes.

main purpose of the SGTC, and that is to put out a generally

available statement of terms and conditions that potential

competitors for the local exchange business can use to avoid

lengthy negotiations in the arbitration process. That, of

course, has nothing to do with Section 271 at all.

Section 252 allows us to file a statement of terms and conditions with the Commission. It makes no mention of Section 271. It does however go on to require the Commission to act on the SGTC. It says, "The Commission shall not later than 60 days after the date of such submission complete its review or permit the statement to go into effect." It doesn't say anything about 271. It doesn't say that the Commission shall review it or permit it to go into effect unless the Commission thinks it is going

As we know, a request for interLATA relief is filed under Section 271. It is filed at the FCC, not with this Commission. At the time when and if Southwestern Bell files 271 filing at the FCC, and we would sure like to, make no bones about that, these parties will be free to argue that we should be proceeding under Track A or Track B at the time in front of the FCC. It is not an appropriate argument to defeat a 252(F) SGTC filing to speculate about what might or might not happen at the FCC. I do not believe the IXC's can point to any state that has dismissed a Section 252

lw-47
filing requesting review of a SGTC on any grounds.

What - - When you - - what - - We have talked about the Track A versus Track B. I won't go back into that. But what the IXC's really want you to do is dismiss this SGTC. They have to go Track A, we can't go Track B. It is just delay, delay, delay. When we get to the FCC they will say, well, Track A really doesn't work, and even before you go to the FCC, we would like you to throw in another 90 days before you can make the filing. If we truly are interested in moving towards competition, we will try to get these legal issues answered in the place where they need to be.

If we permit the SGTC to go into effect, it will have positive impacts on competition on three fronts. First, it will make the statement available to local competitors, as we have talked about. New companies will be able to adopt it without the negotiations and the arbitration process.

Second, if we are right, it will advance full long distance competition in Oklahoma because we will take it to the FCC and we will get interLATA authority and customers will have an additional choice for their interexchange carrier.

Third, and this is something that gets overlooked a lot, it will enhance intraLATA competition,

2

7

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

because as you all recall from the PUD 1159 agreement that was approved, once we're permitted into the interLATA business then the intraLATA one-plus pre-subscription starts in this state and it will be full intraLATA competition as well.

Next I would like to talk about the 90 day ruling. And it may be a good thing, but I do want to advance the arguments that it is not permissible without the company's consent anyway to extend the time line. I will give you a copy of the section we are talking about.

The Federal Act in Section 271(D)(1) allows a Bell Operating Company to file a 271 application on and after the date of enactment of the Telecommunications Act of 1996. Nothing in the Federal Act suggests or allows a state commission or anybody else to override the Act by requiring a 90 day advance notice period.

Now the ALJ indicated that this 90 day advance notice period is similar to the Commission requiring companies to give this Commission notice before it files, say, a general rate case. There is a big difference. Commission can require companies to give advance notice before people file things with this Commission. respectfully submit that this Commission can't change the filing dates at the FCC. Those are set by the Congress.

Imagine if we had come to you last year when

R

10

11

12

13

14

15

16

17

18

19

20

21

22

23

AT&T was asking for arbitration and suggested that AT&T give 90 day notice before they filed their request for arbitration so that we would have time to study it before this short time period that the Federal law provided kicked in. We know what that suggestion would be met with. would be cries that that's a barrier entry and we have got to follow the law. That's exactly what we would have heard last year.

The 90 day advance notice requirement is anti-competitive because it slows down the entry of a Bell Operating Company into the long distance business. company is entitled to be in that business, it should not only be permitted to file a 271 application, it should be encouraged to get it on file and get the process going.

You will hear references probably, we have heard them before, three weeks ago we heard that, you know, if you look at the Ameritech filing, it's 6,000 pages, how are you going to get through 6,000 pages in 20 days. couple of days ago a filing said it has 4,000 pages. don't know whether it is 4,000 or 6,000. I can tell you when Southwestern Bell files, the bulk of the pages will be agreements and things that you have all looked at before.

When you boil all the arguments down, they fall into two categories. First, there is objections and tactics by the long distance companies that have only one

23

24

25

1w-50

motivation, to keep another competitor at bay as long as possible, or, two, they represent concerns by the Attorney General and the Staff about whether there are enough resources to get the job done under the time frames that have been set by Congress. I believe you have to reject the tactics by the IXC's because they're motivated by anti-competitive reasons. With respect to the concerns about the work load, no one ever said that this was going to I have heard it said that the only place where success comes before work is in the dictionary. To make Oklahoma a success to bring competition to all facets of the telecommunications industry and to advance the public interest by providing as many choices as possible, it is going to take hard work and it is going to take concentrated hard work. The American people through their Congress have They have said when a Bell Operating Company is spoken. ready to file, you have got 90 days, FCC, to process the application. If a company files on February 15th, we want them in business by May 15th, not August 15th. That is the It is a 90 day requirement, not 180 days as some are arguing for now.

CHAIRMAN GRAVES: Well, but you are saying 90 days after you file you are automatically allowed in the interconnection business?

MR. TOPPINS: If you meet the - -

lw-51

2 (

5

6

7

10

11

12

13

15

16

18

19

20

8

_

CHAIRMAN GRAVES: Oh, okay. So the FCC can

say, I'm sorry, you didn't make it, and kick you back?

MR. TOPPINS: And they may do that.

CHAIRMAN GRAVES: Okay. So the American

people gave them the choice of making a decision?

MR. TOPPINS: Absolutely.

CHAIRMAN GRAVES: Okay.

MR. TOPPINS: You have got 90 days to approve

it or kick it out.

CHAIRMAN GRAVES: Okay.

MR. TOPPINS: So in closing I would ask that

you continue the aggressive stance that you have taken on

telephone competition issues going back to the local

competitions rules last year and ask you to uphold the ALJ's

recommendation and deny the objections to our statement of

terms and conditions application, that you uphold his

recommendation that you permit it to go into effect

immediately, and that you reject the proposal for time frame

for review of a Section 271 filing be doubled by imposing an

illegal 90 day advance notice requirement.

21

22

24

25

The last thing I would point out, and this

was mentioned this morning in another case, the Commission's

own rules in Rule 165:5-1-6(B) states that statutory time

limits cannot be extended by the Commission. And I'm sure

the purpose of that is to say if this Commission has to do

something by law, it can't extend it beyond that time period. It should also apply on the other side. If the law says you can file something at a certain time, I don't think the Commission should be able to push that time frame forward. I would be happy to answer any other questions. CHAIRMAN GRAVES: Any other questions for Mr. Toppins? If not, thank you, Mr. Toppins. Mr. Rutan. MR. MOON: Your Honors, with your permission, we have reached an agreement to allow the AG to proceed first. CHAIRMAN GRAVES: Sure. That would be fine with us. May it please the Commission, the MR. MOON: Attorney General appeals today only that portion of the ALJ's oral ruling which recommended granting the company's motion for an interim order permitting Southwestern Bell's statement of terms and conditions to take effect immediately. I will address that issue first, and then the issue in 97-64. Now the basis of our appeal in the 97-20 case

2

3

5

6

7

8

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

on the interim order issue, and with all due respect to the Judge Goldfield, because I have the highest respect for him,

,

Ī

_

but the basis of our appeal is that the ALJ erroneously applied the standard by which motions are reviewed.

I'm not going to get into the merits of
Section 271 of the Federal Act. I already made that
argument below and it is in the record. Instead it is more
of a procedural error that was made, the Attorney General
believes, by the ALJ.

Referring to the Oklahoma Supreme Court's opinion in <u>Turpen</u>, the <u>Turpen</u> decision, 769 P.2d 1309 at page 1323, it states that the movant and not the parties opposing the motion have the burden of proof, and, when the motion is challenged, the burden of persuasion. Therefore, on the company's motion for an interim order, Southwestern Bell had the burden of proof to show the necessity for the issuance of an interim order. Because of the challenge brought by the other parties to the motion, the Company also had the burden of persuading the Commission that the interim order should be issued.

Contrary to, I believe, what the ALJ found, this burden could not be met without considering Section 271 of the Federal Act. It is clear to the Attorney General from the record below that the ALJ reversed both of these burdens, the burden of proof and the burden of persuasion. Rather than finding that Southwestern Bell had met its burden of proof and of persuasion, the ALJ stated that the

lw-54 other parties, the parties opposing that motion, failed to show why the motion should be denied. The moving party carries the burden. And Southwestern Bell in this case failed to carry this burden. Southwestern Bell did not present any evidence, nor did they even argue that an interim order is necessary to meet an exigent or urgent situation. I object to that, Your Honor. MR. TOPPINS: We put a witness on that testified for about an hour that day. And he talked about the public interest. You maybe don't recall. No, I recall exactly what he MR. MOON: testified to. He did not testify as to any urgent situation that this application or that their statement of terms and conditions was meant to address. That's in the record. did talk about public interest. COMMISSIONER APPLE: I wonder, who was the witness? MR. TOPPINS: Mr. Cleek. CHAIRMAN GRAVES: Mr. Moon? MR. MOON: Yes, Your Honor. CHAIRMAN GRAVES: Mr. Toppins gave us 252(F),

2

3

5

7

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

a copy of that. Is that the only part of Section 252 that

deals with generally available terms? Or are there other

provisions of 252 that deal with that?

	lw-55
2	MR. MOON: Just cite Section 271.
3	CHAIRMAN GRAVES: Is that the relevant
4	section? And I guess what I would be interested in seeing
5	is where in 271 is 252(F) referenced?
6	MR. MOON: It is referenced in Section 271.
7	It is in the Track B provisions of 271.
8	CHAIRMAN GRAVES: All right.
9	MR. MOON: I don't know the exact cite. It
10	is in 271(2)(B), I think.
11	MS. THOMPSON: (C)(1)(b).
12	CHAIRMAN GRAVES: So 252 is relevant to 271
13	only when you are seeking to invoke the authority of 271,
14	right?
15	MR. MOON: That's correct, Your Honor.
16	CHAIRMAN GRAVES: So if you are just seeking
17	to invoke Section 252 or comply with 252, you have to meet
18	the provisions of that particular section?
19	MR. MOON: Right. They're two separate
20	parts.
21	CHAIRMAN GRAVES: Right. Okay. So to that
22	extent I don't read anything in 252 that says there has to
23	be exigent circumstances, or emergency circumstances or some
23	sort of public interest met. It simply says a Bell
	Operating Company may prepare and file a statement of terms
25	and conditions, and that a Commission may not approve it

3

5

6

7

8

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

and conditions.

CHAIRMAN GRAVES: Right.

g

_

the merits?

MR. MOON: But in order to issue an order, this Commission, you have got to have a reason to issue an order. And so for this interim order, what other reason is there to issue it prior to the 60 day review period that is otherwise contained in Section 252. And that's what I'm saying. They didn't meet any burden of proof or persuasion to show the reason why this interim order is needed. They say Section 271 is irrelevant, yet Mr. Toppins was up here saying as the benefits of their statement of terms and conditions being allowed to --

CHAIRMAN GRAVES: So we are arguing over the fact that they sought for immediate approval of their filing?

MR. MOON: That's what we are objecting to.

VICE CHAIRMAN ANTHONY: Before the hearing on

MR. MOON: Before the hearing on the merits on the application itself, right.

MR. TOPPINS: We didn't seek approval. Just that it goes into effect. We know it has to be approved.

CHAIRMAN GRAVES: I understand. I understand. And that's what I'm saying, because the Section 3 says that not later than 60 days the Commission either completes the review or allows it to take effect. Where are we in the 60 days?

	lw-58
2	MR. MOON: It was filed January 15th, I
3	believe.
4	CHAIRMAN GRAVES: So in a matter of a week or
5	two, or three, I guess, arguably it goes into effect?
6	MR. MOON: Yes, Your Honor.
7	CHAIRMAN GRAVES: And it is all mooted,
8	although we do note that Section 4 allows the Commission to
9	continue to review?
10	MR. MOON: That's correct.
11	CHAIRMAN GRAVES: The statement.
12	MR. MOON: Right. But it will go into effect
13	anyway at that time.
14	CHAIRMAN GRAVES: Right. Okay.
15	MR. MOON: And the basis of our appeal was
16	that there was no reason for The Company did not justify
17	any reason why it should go into effect prior to the
18	CHAIRMAN GRAVES: Well, I understand. So if
19	we adopt your position though, in three weeks it becomes
20	goes into effect anyway?
21	MR. MOON: That's correct.
22	CHAIRMAN GRAVES: Okay.
23	MR. MOON: It goes into effect. And then at
24	that time The 15 days gives them the short time period
	that's already allocated to the state to review a 271
25	compliance filing. 15 days is a significant

about a 271 now. We're talking about 252 still, because in my mind they are separate.

MR. MOON: Right.

chairman graves: Only when you seek to invoke the authority and the opportunities under 271 are you then subject to those particular time lines. My point is anybody can file for a statement of general terms and conditions.

MR. MOON: Right.

CHAIRMAN GRAVES: And if the Commission doesn't complete its work in 60 days, and I'm presuming that this allows us to say no, or to just simply say you can look at it for 60 days and then it goes into effect whether you like it or not, and I might be interested in some of the opinions on that, because I guess we could say no and then they would have to file some corrected version of it, but presuming we don't take a position, it goes into effect?

MR. MOON: Correct.

CHAIRMAN GRAVES: And then whether or not you have got some limited review time under 271 is the other matter that is separate and apart, because in theory anybody could file one of these or Bell could file one of these and not seek 271 authority for two years.

MR. MOON: Correct.

~

CHAIRMAN GRAVES: Okay.

VICE CHAIRMAN ANTHONY: All right. I want to see if I'm following you.

MR. GRAY: I might offer the full text of the Act. There was mention made back and forth. I believe you only got one page. I offer it here. I believe Ms. Thompson was kind enough to offer it if the Commission wanted to review it while they are on the bench.

CHAIRMAN GRAVES: Okay. Thank you.

VICE CHAIRMAN ANTHONY: I want to go through this. The application date was January 15th?

MR. MOON: Yes, Your Honor.

VICE CHAIRMAN ANTHONY: About 30 days has gone by?

MR. MOON: Correct.

VICE CHAIRMAN ANTHONY: And we have got about another 30 days left. And so what are we arguing about the effectiveness going into effect prior to that when in the scope of these things that's not such a long period of time? What is your point?

MR. MOON: That's why - - From the Attorney General's perspective, and I think the perspective of all the other parties, Section 271 is inseparable from this statement of terms and conditions because if you are to approve the ALJ's recommendation today, Southwestern Bell

2 | 3 | 4 | 5 | 6 | 7 | 8

has already stated as soon as tomorrow they're going to file their 271 application and we no longer have 15 days in which to approve or review this application before it goes into effect. It's going to now come under Section 271 because they're going to use it for their 271 application. They're going to use their statement of terms and condition for that.

VICE CHAIRMAN ANTHONY: Why do you think they want the interim order with an immediate effective date?

MR. MOON: So that they can make their 271 application as soon as possible. Because they cannot make it - - Apparently it is their opinion they won't be successful in a 271 application without a statement terms and conditions in effect in Oklahoma.

And I asked you that because sometimes we are faced with a situation somebody comes in and gives us an emergency application to drill a well and there doesn't seem to be any opposition, so we sign it and then we're supposed to not worry because the hearing on the merits will take place.

Well, when that well gets drilled, it is awful hard to undrill it. And, sure, we have the right later to say in the hearing on the merits, well, here is our real decision, but we know that out there somebody has spent a lot of money to drill a well. In other words, there is a certain

1w-62 momentum to these things when the Commission signs an order, whether it is an interim order or not. It seems to have some effect even on the ALJ's down below. I know you signed that interim order, I guess it has got some weight. Now do you think that thought has any bearing on this? Is this another reason that people are reluctant to have the interim order issued? That it looked like the Commission is in motion and the ALJ's know that that's the way it ought to be? MR. MOON: I'm not entirely sure if I follow what your reasoning is. I think - right. I will withdraw the question.

2

3

5

6

10

11

12

13

15

16

17

18

19

20

21

22

23

24

25

VICE CHAIRMAN ANTHONY: Well, that's all

MR. MOON: Okay. I think what struck me is when you said sometimes the Commission will issue an emergency order in an oil and gas case to drill oil and when there is no opposition you go ahead and issue that order. But if there is opposition, not only does the applicant in that who wants to drill that well have the burden of proof to show why, but once it is challenged, if there is opposition, he has the burden of persuasion as well. is two components to meeting - - to getting your application or your motion approved, the burden of proof, and if it is challenged the burden of persuasion. This is the challenge.

The ALJ found that the parties opposing

<pre>lw-63 didn't meet the burden of persuasion. He didn't make a</pre>
specific finding that Southwestern Bell met any of its
burden. In fact, the ALJ the only way that Southwester
Bell could have met its burden of persuasion is by reference
 to Section 271, because there is no justification for
issuing an interim order unless it is for Section 271.
They The other arguments made that this
application or the statement of terms and conditions has

application or the statement of terms and conditions has benefits outside of Section 271 don't hold any water, because they say for instance that it is going to make available terms to, you know, other new competitors as they come in. Those terms are already available because the interconnection agreements are already there that the statement of terms and conditions is based upon. The arbitration order is already there that the statement of terms and conditions are based upon.

CHAIRMAN GRAVES: So what is the problem then of issuing a general statement?

MR. MOON: There is no problem in and of itself.

CHAIRMAN GRAVES: Okay.

MR. MOON: The only problem is allowing it to go into effect immediately when there is no need to. I think it is against the Commission's --

CHAIRMAN GRAVES: Well, wait a minute, now.

R

q

Now I'm not sure I understand that, because you said it doesn't matter because those terms are already out there because there are already interconnection arrangements that have been entered into. And if we then say there is no problem then with the general statement of terms and conditions because it is already there, and in and of itself that is not a problem, that's okay, but you say the reason they want to do it is so they can then turn around and file a 271 application, well, if those terms and conditions are already out there, then in your opinion there is really no reason why they couldn't filed a 271 application today?

MR. MOON: Except that the 271 application criteria is - - involves more than just the statement of terms and conditions.

CHAIRMAN GRAVES: Right.

MR. MOON: There is a 14 point competitive check list.

CHAIRMAN GRAVES: Right.

MR. MOON: There is some other public interest standards that have to be met. And it is going to shorten - - They are already arguing against the 90 day advance notice.

CHAIRMAN GRAVES: But that 271 application then is going to be reviewed on a different criteria than whether or not they have a general statement?

OKLAHOMA CORPORATION COMMISSION - OFFICIAL TRANSCRIPT

a

1,5

MR. MOON: Right. The statement of terms and conditions then I believe would be viewed under the competitive check list in 271 and the other things.

CHAIRMAN GRAVES: Right.

MR. MOON: But that is not going to relieve this Commission's burden. I believe you are going to have to also review it under the criteria in Section 252 to the extent that they're inconsistent with the criteria in 271 because it still - - they have asked for your review. This application 97-20 is still going to be open. It is not going to be closed when they file.

CHAIRMAN GRAVES: Well, I understand that.

But if you are saying the terms and conditions are already out there in previously agreed to interconnections, isn't that a pro forma decision on our part? Gosh, it is already out there. What difference does it make if they put it in one document or another? It's already there. Let's just approve it and go on.

MR. MOON: Well, I'm not sure what the evaluation of the statement and terms entails. But I do not believe that just because they're based on things that this Commission has approved in the past that they're going to necessarily cover all of the issues that a statement of terms and conditions is supposed to cover. There may be some issues that have not been addressed in arbitrations or

the interconnection agreements that this Commission has approved.

Now, as I said, I think the 271 criteria is applicable, very relevant. Southwestern Bell makes it relevant in their application which initiated this cause. And that's the only justification for granting this interim order.

Now the ALJ did not even look at Section 271 when he granted this interim order, so there is no basis to sustain the ALJ's decision. There is no proof to support the motion. There is no persuasion offered by the movant here in the face of the challenges brought in this case, so the Attorney General urges the Commission to issue an order denying the company's motion for an interim order on the grounds that the Company failed to meet its burden of proof and of persuasion to show the necessity for the issuance of an interim order.

Now on the 97-64 matter, we would - - we have no - - we're not going to present any objection to the ALJ's recommendation there. I do want to make - - point out one thing. Southwestern Bell in that case indicated or stated that a 90 day advance notice period is contrary to the Act. Your Honors, a 90 day advance notice period is not contrary in and of itself to the Telecommunications Act, because, as I stated this morning, Congress clearly intended or